

BROWN COUNTY EMERGENCY SUPPORT FUNCTION 4 FIREFIGHTING

LEAD COORDINATING AGENCY: Responding Fire Department
MABAS DIVISION 112
(Structural)
WI Dept. of Natural Resources (Wildland Fire)

SUPPORT AGENCIES:
U.S. Parks Service
American Red Cross
Salvation Army

STATE SUPPORTING ORGANIZATIONS: Wisconsin Emergency Management
Wisconsin State Fire Chiefs Association
MABAS Executive Board of Directors

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to:

1. Establish an organizational framework for all firefighting activities in Brown County
2. Establish effective coordination of local and county resources to respond to structural (urban, suburban or rural) or forest fires resulting from man-made, technological events, natural disasters, or other events requiring fire response utilizing principals identified in the National Incident Management System.

ESF 4 coordinates directly with the following Emergency Support Functions (ESFs):

- ESF #1: Evacuation and Transportation Resources
- ESF #9: Urban Search and Rescue
- ESF #10: Oil and Hazardous Materials Response
- ESF #13: Public Safety and Security

B. Scope

Firefighting involves the management and coordination of activities/actions and resources to prevent, detect, and suppress all hostile fires by the local authority having jurisdiction except for forest fires

as defined by Wisconsin Statutes, Chapter 26.01(2) occurring outside the limits of villages and cities which are the responsibility of the Department of Natural Resources (DNR).

The specific actions required by a local “on scene commander” at the scene of an emergency or disaster will be determined by the size and magnitude of the event.

II. POLICIES

- A. The policies, procedures and protocols established by local, state and federal guidelines shall be followed when responding to emergencies or disasters requiring fire department resources. The Incident Commander shall, at his/her discretion:
 - 1. Request use of automatic aid, mutual aid and/or the activation of the Mutual Aid Box Alarm System (MABAS) once local resources are exhausted.
 - 2. Use of state or federal assets in coordination/consultation with the Chief Elected Official of the impacted community may occur in accordance with Wisconsin State Statutes. Coordination of said assets will be the responsibility of the Wisconsin Emergency Management, Fire Services Coordinator or his/her designee.
- B. Forest fire suppression activities shall be accomplished through the Department of Natural Resources (DNR), in cooperation with local fire departments (per contractual agreement or Memorandum of Understanding), and other appropriate state and federal or agencies as necessary. Dependent upon the size, scope and magnitude of the incident, private sector assets/resources may also be utilized per “Memorandum of Understanding(s)”.
- C. Per Wisconsin State Statute Chapter 26.11, the DNR Forestry Protection Division has the authority and responsibility to respond to forest fires and assume “Command” (responsibility) for suppression efforts on state and privately-owned forest land outside the limits of any city or village. Additionally, the DNR has the responsibility to respond to requests from other agencies for assistance for non-fire emergencies or disasters. Within a city or village, the local authority having jurisdiction has command and control of the situation and may request “mutual aid” from the DNR). See **Attachment 1** of State ESF 4 for the plan for Forest/Wildland Forest Firefighting.
- D. The local authority having jurisdiction Incident Commander, at his/her discretion, may utilize “mutual aid” resources from existing “Mutual Aid” agreements, Memorandums of Understanding, or by activation of a

MABAS alarm as needed dependent upon size, scope or magnitude of the incident.

The local authority having jurisdiction Incident Commander has the authority to mobilize mutual aid resources under Wisconsin Act 186 or to request assistance from the Wisconsin Emergency Management, Fire Services Coordinator in the activation of a MABAS “regional or statewide” level alarm in accordance with the guidance provided in Wisconsin Administrative Rule WEM-8.

- E. The Wisconsin Department of Safety and Professional Services helps develop and enforce safety and health standards for public sector fire department employees, based on SPS 330, the Fire Department Safety and Health Code, and SPS 332, the Public Employee Safety and Health Code. (An adjunct to SPS332, SPS 330 contains minimum requirements for an occupational safety and health program for public sector fire department employees involved in fire department operations.) Consultation and inspections are provided by Safety & Buildings staff on requirements for fire department occupational safety and health programs. OSHA provides safety oversight for private fire companies and departments organized under Wisconsin Statutes Chapter 213, or corporate “fire brigades”.

The Wisconsin Department of Safety and Professional Services is responsible for the development and implementation of building and safety codes as well as providing support to local AHJ on issues of local concern related to fire code development and enforcement. The Department of Safety and Professional Services also assists the local AHJ with the development and implementation of fire prevention and public fire education programs.

- F. The Wisconsin Division of Criminal Investigation, Arson Bureau/State Fire Marshal's Office, at the request of local authority having jurisdiction, may assist with fire cause and origin determination/investigation.

III. CONCEPT OF OPERATIONS

A. General

- 1. For all fires it shall be the responsibility of the local authority having jurisdiction to determine what resources may be needed to manage the incident based on the following considerations:
 - a. Life safety considerations (public and response personnel)
 - b. Property conservations
 - c. Environmental considerations

2. The DNR will coordinate and manage forest firefighting as described in **Attachment 1** of State ESF 4 (Firefighting).
3. The local Incident Commander will utilize their respective resources first then activate existing “mutual aid” or “automatic aid” agreements. Requests for “regional, statewide resources” from MABAS will require notification of the WEM Duty Officer and the WEM-Fire Services Coordinator.

B. Organization

1. Emergency scene management shall be in accordance with the Incident Command System as described in the Brown County Basic Plan.

IV. GENERAL ACTIVITIES

A. Mitigation Activities (General)

1. Conduct public fire safety training programs to reduce or eliminate human causes of hostile fires.
2. Conduct building and fire detection/suppression plans reviews, fire safety inspections, and other programs to reduce or eliminate risks for hostile fires and fire spread.
3. Conduct forestry management practices to reduce or eliminate risks for hostile fires and fire spread.
4. Identify potential vulnerabilities and determine actions to reduce that vulnerability.
5. Identify mitigation support resources, such as program funding.
6. Identify areas where mutual aid agreements are needed to support activities.
7. Identify areas where public information activities may be necessary.
8. Identify sources of ESF 4 needs, resources and equipment.
9. Identify ESF 4 training requirements or potential needs.

B. Preparedness Activities (General)

1. Develop and maintain mutual aid agreements and/or enter into MABAS agreements needed to support activities.

2. Develop public education programs as necessary.
3. Develop and maintain information on and sources for ESF 4 needs, resources and equipment in a NIMS compliant database.
4. Develop and conduct ESF 4 training for senior command staff.
5. Develop and maintain a 24 hour alert and warning system.
6. Identify, develop and incorporate, as necessary
 - a. Private sector capabilities and resources
 - b. Backup response and recovery processes

C. Response Activities (General)

1. Respond to and suppress hostile fires.
2. Determine what assets are available and nearest to the affected area(s) and the time frame for deploying those assets.
3. Prioritize and coordinate the acquisition and deployment of ESF 4 resources for the suppression of rural and urban fires.
4. Coordinate the utilization of a common communications system for ESF 4 response utilizing ESF 2.
5. Assess the need for and obtain other support as required.
6. Maintain a 24 hour alert/notification system or other reporting system on continuous basis as the point-of-contact for ESF 4 emergency reporting.
7. Generate in a timely manner, information to be included in County and State EOC briefings, situation reports, and/or action plans.
8. Compile damage information for local/county emergency management director and other city/county/State agencies and report that information through ESF 5, Emergency Management.

D. Recovery Activities (General)

1. Conduct fire cause and origin investigations. Refer for prosecution persons found to have maliciously caused a fire. Conduct cost recovery for expenses related for fire suppression.

2. Inventory equipment used during response activities and repair/replace as needed.
3. Prepare and process reports using established procedures, focusing specific attention on after-action reports.
4. Generate in a timely manner, information to be included in County and State EOC briefings, situation reports, and/or action plans.
5. Assign and schedule sufficient personnel to cover an activation of the County Emergency Operations Center for an extended period of time.
6. Maintain appropriate records of work schedules and costs incurred by ESF 4 agencies during an event.

V. RESPONSIBILITIES

A. Primary Agencies

1. Local Authority Having Jurisdiction
 - a. Manage and coordinate activities and resources to prevent, detect, and suppress all hostile fires.
2. Wisconsin Department of Natural Resources (Forest)
 - a. The DNR has the authority and responsibility to respond to forest fires and assume "Command" (responsibility) for suppression efforts on state and privately-owned forest land outside the limits of any city or village.

B. Support Agencies

1. State of Wisconsin
 - a. Wisconsin Emergency Management
 - 1) Provide ESF 4 liaison activities through Fire Services Coordinator
 - 2) Support ESF 4 activities as needed
2. Federal
 - U. S. Parks Service
 - U.S. Forestry Service
 - Bureau of Indian Affairs
 - 1) Provide ESF 4 support as needed
3. Voluntary Agencies

American Red Cross
Salvation Army

- 1) Provide ESF 4 support as needed

VI. RESOURCE REQUIREMENTS

- A. Joint primary and support agencies will provide the required personnel, facilities, and equipment to support their activities utilizing the National Incident Management System Classification System.
- B. Local jurisdiction, regional, and national fire suppression resources may be required. The specific resources available are listed in the appropriate mobilization guides. Support organizations exist at each level of government to provide these assets.

VII. REFERENCES

MABAS Box cards for responding agencies available on e-sponder.

VIII. ACRONYMS AND GLOSSARY

For Acronyms, see Brown County Emergency Response Plan, Basic Plan, Appendix 7.

For Glossary, see Brown County Emergency Response Plan, Basic Plan, Appendix 8.

ATTACHMENT 1: State ESF 4 for the plan for Forest/Wildland Forest Firefighting.

FOREST/WILDLAND FIREFIGHTING

LEAD COORDINATING AGENCY: Wisconsin Department of Natural Resources

SUPPORT AGENCIES: Local Authority Having Jurisdiction (fire departments, Sheriff offices, etc.)
Wisconsin Emergency Management
Wisconsin Department of Corrections
Wisconsin Department of Military Affairs
Wisconsin Department of Transportation
Wisconsin Department of Commerce
Wisconsin Department of Justice
National Association of State Foresters
U.S. Forest Service
Bureau of Indian Affairs
U.S. Fish and Wildlife Service
U.S. Park Service
National Weather Service
Great Lakes Forest Fire Compact
Menominee Tribal Enterprises

SUPPORTING ORGANIZATIONS: American Red Cross
Salvation Army
Fire Department Auxiliaries

I. INTRODUCTION

A. Purpose

The purpose of this Emergency Support Function (ESF) is to establish effective coordination of local and state resources to respond to forest fires or other events requiring a DNR incident management team (IMT) that utilize the principals identified in the National Incident Management System.

B. Scope

Forest firefighting involves management and coordination of firefighting activities/actions by the Department of Natural Resources in coordination and cooperation with the local fire department and cooperating agencies. This includes the prevention of, the detection of, and the suppression of forest fires on federal, state, tribal and private lands, by providing the necessary resources including personnel, equipment, and supplies in support of local, state, tribal and federal jurisdictions threatened by fire.

The specific actions required or requested by a local “incident commander” at the scene of an emergency or disaster will be determined by the size and magnitude of the event.

II. POLICIES

- A. Per Wisconsin state statute 26.11, the DNR has jurisdiction and responsibility for prevention, detection and suppression of forest fire on all lands within the state, except within incorporated cities and villages (where the local AHJ has command and control of the situation and may request “mutual aid” from the DNR).
- B. The DNR, Division of Forestry, has the authority and responsibility to respond to forest fires and assume “Command” (responsibility) for suppression efforts within the organized protection areas of the state as articulated in NR 30.01 and NR 30.02, Wisconsin Administrative Code.
- C. The DNR has the authority and responsibility to respond to requests for assistance from other agencies for assistance for forest fire emergencies within incorporated cities and villages and in the cooperative protection area of the state.
- D. The policies, procedures and protocols established by the DNR shall be followed when responding to forest fire related emergencies or disasters involving a DNR IMT. Established forest firefighting and support organizations, policies, processes, and procedures, as listed in the Wisconsin DNR manual codes, handbooks, guidelines and in-state mobilization guide will be used in support of forest firefighting activities.
- E. Coordination with, and support of, state and local jurisdiction forest fire suppression activities shall be accomplished through the Department of Natural Resources (DNR), in cooperation with local fire departments (AHJ) and other appropriate state and federal agencies as necessary. Dependent upon the size, scope and magnitude of the incident, private sector assets/resources may be utilized.
- F. The DNR will provide assistance and input for the development of MABAS forest fire call boxes and utilize MABAS for forest fire response in the counties where MABAS is adopted.
- G. The DNR Incident Commander (at the scene of a forest fire), at their discretion, may utilize “mutual aid” resources from existing “mutual aid” agreements, Memoranda of Understanding, Cooperating Agreements, contracts for service, MABAS alarm, etc. as needed, dependent upon size, scope or magnitude of the incident.

- H. The Wisconsin Division of Criminal Investigation (DCI), Arson Bureau/State Fire Marshal's Office, at the request of the DNR or local AHJ, has the responsibility to assist the DNR or local AHJ with forest fire cause and origin determination/investigation. Additionally, the DCI Arson Bureau responds to all fatal fire scenes or fires with dollar loss in excess of \$1,000,000.00. Fires determined to be arson then become criminal investigations conducted by the local AHJ law enforcement unit in cooperation with the DCI Arson Bureau. The DCI Arson Bureau can also serve as the liaison with federal and other state law enforcement agencies.

IV. CONCEPT OF OPERATIONS: Forest Firefighting

A. General

1. The DNR will coordinate and manage a large forest fire event near the scene of the incident through a designated Incident Command Post, with a DNR IMT and incident commander.
2. The DNR will also coordinate and manage its statewide fire suppression assets during a major forest fire or in the event of extreme weather conditions. The management of resources will be coordinated through the DNR regional forestry leaders with programmatic direction and oversight from the DNR Command Center or fire management program leadership.
3. Responsibility for situational assessment and determination of resource needs during a large forest fire event lies primarily with the local Incident Commander, in coordination with the regional leaders and DNR Command Center.
4. During a forest fire emergency, the DNR Command Center will be operational for the duration of the incident, providing broad policy, coordination and logistical support to affected agencies and personnel.
5. During large scale wildland forest fires the incident's objectives and priorities shall be established and communicated by the incident commander and will be based on the following criteria:
 - a. Life and safety considerations of the general public and response personnel
 - b. Property protection and conservation
 - c. Natural resources protection and conservation
6. Requests for wildland forest firefighting personnel and equipment resources will be transmitted from the local Incident Commander

through the Regional Forestry Leader to the DNR Command Center. The DNR Command Center will attempt to fill the request for wildland forest firefighting personnel and equipment using the closest resources concept.

7. In situations where multiple wildland forest fires of a significant nature are occurring the DNR Command Center will prioritize resource allocation to the multiple wildland forest fires based on the following criteria:
 - a. Life and safety considerations of the general public and response personnel
 - b. Property protection and conservation
 - c. Natural resources protection and conservation
8. The DNR Command Center will coordinate filling of wildland forest fire personnel and resources needs unable to be fulfilled in Wisconsin, through the Great Lakes Forest Fire Compact or nationally through the Eastern Area Coordination Center.

B. Organization

The Department of Natural Resources is organized into five administrative regions across the state. Within this regional hierarchy, the Forestry Program has 9 areas identified within the organized fire protection area (intensive and extensive fire protection areas) of the state where the Department has initial attack responsibilities for wildland forest fires (<http://dnr.wi.gov/org/land/forestry/fire/pdf/FireProtectionMap.pdf>) for map of organized protection areas in Wisconsin).

Within each of these nine “areas” the Forestry Program has the following wildland forest fire resources:

- Area Forestry Leader (ICT3 minimum qualification)
- Dispatch Center with Dispatcher
- Incident Management Team (long team)
- Wildland Forest fire suppression equipment (engines, tractor-plows, low ground units, etc.)
- Wildland Forest fire equipment cache for (2) 20 person hand crews, including PPE, suppression equipment and support
- Forest Rangers for operational incident management team roles, fire investigation and law enforcement activities pertaining to wildland forest fire situations

All areas outside of the organized fire protection area are considered the cooperative area of the state. Within the cooperative area of the state the local affected unit of government can request the DNR to assume command and control of a wildland forest fire after the expenditure of \$3000 in suppression of the wildland forest fire. Should a need exist

because of the size, scope or magnitude of the incident to “transfer command” to a DNR Incident Management Team (IMT) a “Written Delegation of Authority” must be provided to the IMT Incident Commander that specifies the authority being granted the incident commander by the local unit of government in dealing with the wildland forest fire.

C. Mitigation Activities (General)

1. Identify potential vulnerabilities and determine actions to reduce that vulnerability
2. Identify mitigation support resources, such as program funding
3. Identify areas where mutual aid agreements are needed to support activities
4. Identify areas where public information activities may be necessary
5. Identify sources of ESF 4 needs, resources and equipment
6. Identify ESF 4 training requirements or potential needs

D. Preparedness Activities (General)

1. Develop and maintain mutual aid agreements needed to support activities
2. Develop public fire prevention and education programs as necessary
3. Develop and maintain information on and sources for ESF 4 needs, resources and equipment
4. Develop and conduct ESF 4 training.
5. Develop and maintain a 24 hour alert and warning system for wildland forest fire.

E. Response Activities (General)

1. Determine what assets are available and nearest to the affected area(s) and the time frame for deploying those assets.
2. Prioritize and coordinate the acquisition and deployment of ESF 4 resources for the suppression of wildfires, and rural and urban fires.
3. Coordinate the utilization of a common communications system for ESF 4 response utilizing ESF 2 and the DNR large fire communication plan.
4. Assess the need for and obtain logistical and other support as required.
5. Maintain a 24 hour alert/notification system or other reporting system on continuous basis as the state point-of-contact for ESF 4 wildland forest fire emergency reporting.
6. Provide staff to the state EOC to coordinate ESF 4 activities, as needed.
7. Generate in a timely manner, information to be included in State EOC briefings, situation reports, and/or action plans.

8. Compile damage information obtained from local/county emergency management director and other city/county/State agencies for wildland forest fires and report that information through ESF 5, Emergency Management.

F. Recovery Activities (General)

1. Inventory equipment used during response activities and repair/replace as needed
2. Prepare and process reports using established procedures, focusing specific attention on after-action reports.
3. Generate in a timely manner, information to be included in State EOC briefings, situation reports, and/or action plans.
4. Maintain appropriate records of work schedules and financial cost records incurred by ESF 4 agencies during an event.

IV. RESPONSIBILITIES

A. Primary Agencies

1. Wisconsin Department of Natural Resources
 - Development and maintenance of Area Specific Fire Action Plans
 - Development of Daily Fire Operations Plans during fire season
 - Staff Forestry Command Center during significant forest fire events or incidents
 - Prevention, detection and suppression of wildland forest fires
 - Provision of critical weather related information
 - Billing responsible parties for wildland forest fire suppression efforts
 - Development and training of incident management teams
 - Wildland Forest fire training to fire departments
 - Reporting of wildland forest fire incidents
 - Wildland Forest fire cause investigations and enforcement
 - Maintenance of wildland forest fire equipment
 - Wildland Forest fire equipment research and development
 - Contracting for aerial suppression resources (SEAT's and CL-215's)
 - Incident Qualifications System (IQS) record maintenance
 - Training personnel to meet the Wisconsin Training Qualifications for forest fires
 - Wildland Forest fire prevention and education programs
 - Wildland Forest Urban Interface (WUI) programs (FireWise Communities)

- Designation of “Communities at Risk” from wildland forest fire in Wisconsin
 - Development of Community Wildfire Protection Plans (CWPP)
 - Hazard Mitigation Program development and implementation
 - Radio communication interoperability for wildland forest fire
 - Operation of Wildland Forest fire dispatch centers (9)
 - Maintenance of automated weather stations for real time fire weather information
 - Forest Fire Protection (FFP) Grant administration
 - Volunteer Fire Assistance (VFA) Grant administration
 - State Fire Assistance (SFA) Grant administration
2. Local Authority Having Jurisdiction
- Provide trained wildland forest firefighters
 - Provide wildland forest suppression equipment (engines)
 - Provide for structural protection during wildland forest fires
 - Provide law enforcement for road closures and evacuations during wildland forest fire emergencies
 - Provide law enforcement personnel to secure the origin of a wildland forest fire

B. Support Agencies

1. Wisconsin Department of Corrections
 - a. Provide trained hand crews for wildland forest fire suppression
2. Wisconsin Department of Military Affairs
 - a. Cooperate in providing specialized equipment in support of wildland forest fire suppression efforts (helicopters, heavy dozers)
3. Wisconsin Emergency Management
 - a. Provide ESF 4 liaison activities through Fire Services Coordinator
 - b. Support ESF 4 activities as needed
 - c. Operation of statewide Emergency Operations Center (EOC)
4. Wisconsin Department of Transportation/Wisconsin State Patrol
 - a. Provide law enforcement for road closures and evacuations during wildland forest fire emergencies
 - b. Provide law enforcement personnel to secure the origin of a wildland forest fire
5. Wisconsin Department of Commerce
 - a. Provide assistance in wildland forest fire arson investigations

6. Wisconsin Department of Justice
 - a. Provide legal services in adjudication of wildland forest fire cases

V. RESOURCE REQUIREMENTS

- A. Joint primary and support agencies will provide the required personnel, facilities, and equipment to support their activities utilizing the National Incident Management System Classification System.
- B. Local jurisdiction, regional, and national wildland forest fire suppression resources may be required. The specific resources available are listed in the appropriate mobilization guides. Support organizations exist at each level of government to provide these assets for wildland forest fire.

VI. REFERENCES

ATTACHMENT 1

BROWN COUNTY RESCUE SQUAD RESOURCES

MABAS DIVISION: 112	BOX ALARM TYPE: Interdivisional Strike Team - Brush Fire	EFFECTIVE DATE: March 1, 2012	MABAS DIVISION: 112
BOX ALARM #	LOCATION OR AREA:	AUTHORIZED SIGNATURE:	
MABAS INTERDIVISIONAL BOX ALARM:			
ALARM LEVEL	ENGINES - BRUSH (5)	CHIEFS	SPECIAL EQUIPMENT
PRIMARY	Wayside		Hobart 6X6 Utility Vehicle
	Greenleaf		
	New Franken	Suamico	
	Pulaski		
	Suamico		
ALTERNATE	Austin Straubel	New Franken	
	Lawrence	Hobart	
	Denmark	Howard	Bellevue 6X6
	Morrison		Morrison 6X6
INFORMATION	Mustering Point for Strike Team Responses		
	East -	Greenleaf Station	
	South -	Ashwaubenon	
	West -	Howard Fire Station 1	
Response mode to Mustering Point will be non-emergency.			